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ABSTRACT

A national survey sought to assess the involvement of selected national educational associations with the issue of shared use of public space, and explore the possibility of commitments for future cooperation by the selected national organizations on this issue. This paper presents the background of the survey, examines the questionnaire used listing each of the 24 questions and the responses received, and offers conclusions and recommendations. The questions cover the association's involvement in interassociation/cooperative programs, association involvement with the concept of shared use of public space, leadership activities, and association follow-through. The paper's final section contains an extensive list of reference materials and resource information that have addressed the following four topic areas associated with the survey: shared space and joint occupancy; interagency cooperation; community schools and community centers; and enrollment decline and excess space. An appendix provides the participating associations and their membership, organizational structures, and services; and the association assessment instrument. (GR)

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# The Shared Use of Public Space:

## Summary of a National Survey

ED 434 487

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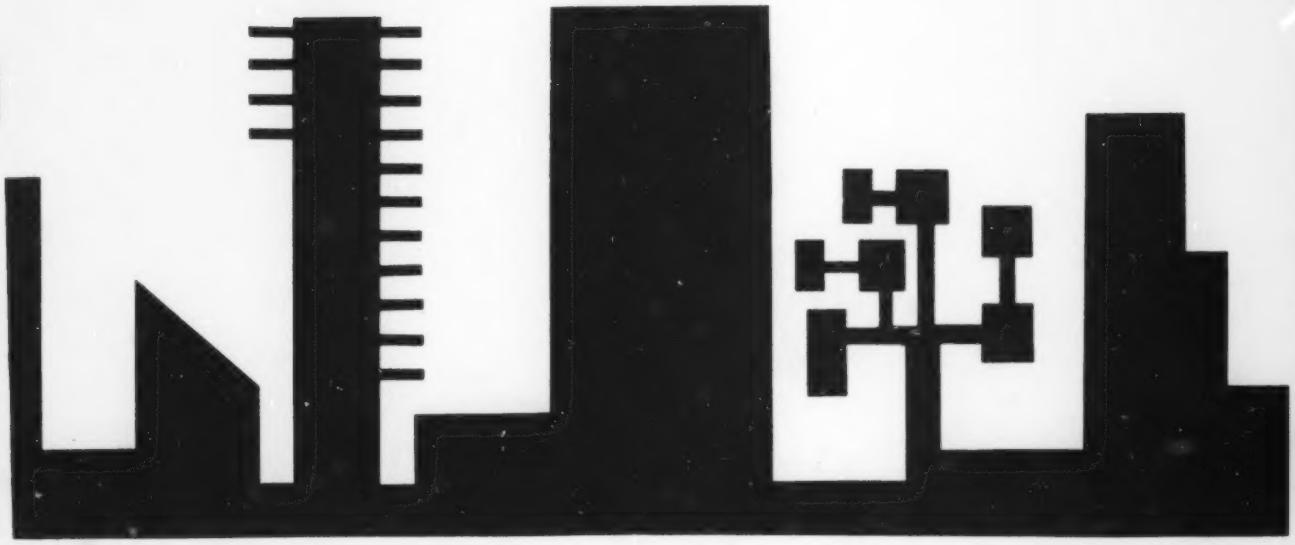

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NON-PROFIT ORGANIZATION COMMUNITY EDUCATION PROJECT

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COMMUNITY EDUCATION PROVEN PRACTICES II SERIES

# THE SHARED USE OF PUBLIC SPACE: SUMMARY OF A NATIONAL SURVEY

FEDERALLY FUNDED NONPROFIT ORGANIZATION REPORT

Developed through a grant awarded to
The Council of Educational Facility Planners, International
Dwayne E. Gardner, Executive Director
Michael L. Collins, Project Director

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A special note of appreciation is extended to the executive directors and staff members of the participating associations* for their time, cooperation, integrity and candor in assisting with the completion of this project. This gratitude is extended not only for their participation but also for their commitment to inform their members of the findings through their regular communication channels. CEFP acknowledges these participating associations:

- American Association of School Administrators
- American Association of School Personnel Administrators
- Association for Supervision and Curriculum Development
- Council of Chief State School Officers
- Council of State Governments
- International City Management Association
- National Association of Elementary School Principals
- National Association of Pupil Personnel Administrators
- National Association of State Boards of Education
- National Community Education Association
- National Conference of State Legislators
- National School Boards Association
- National School Public Relations Association
- National School Volunteer Programs, Inc.

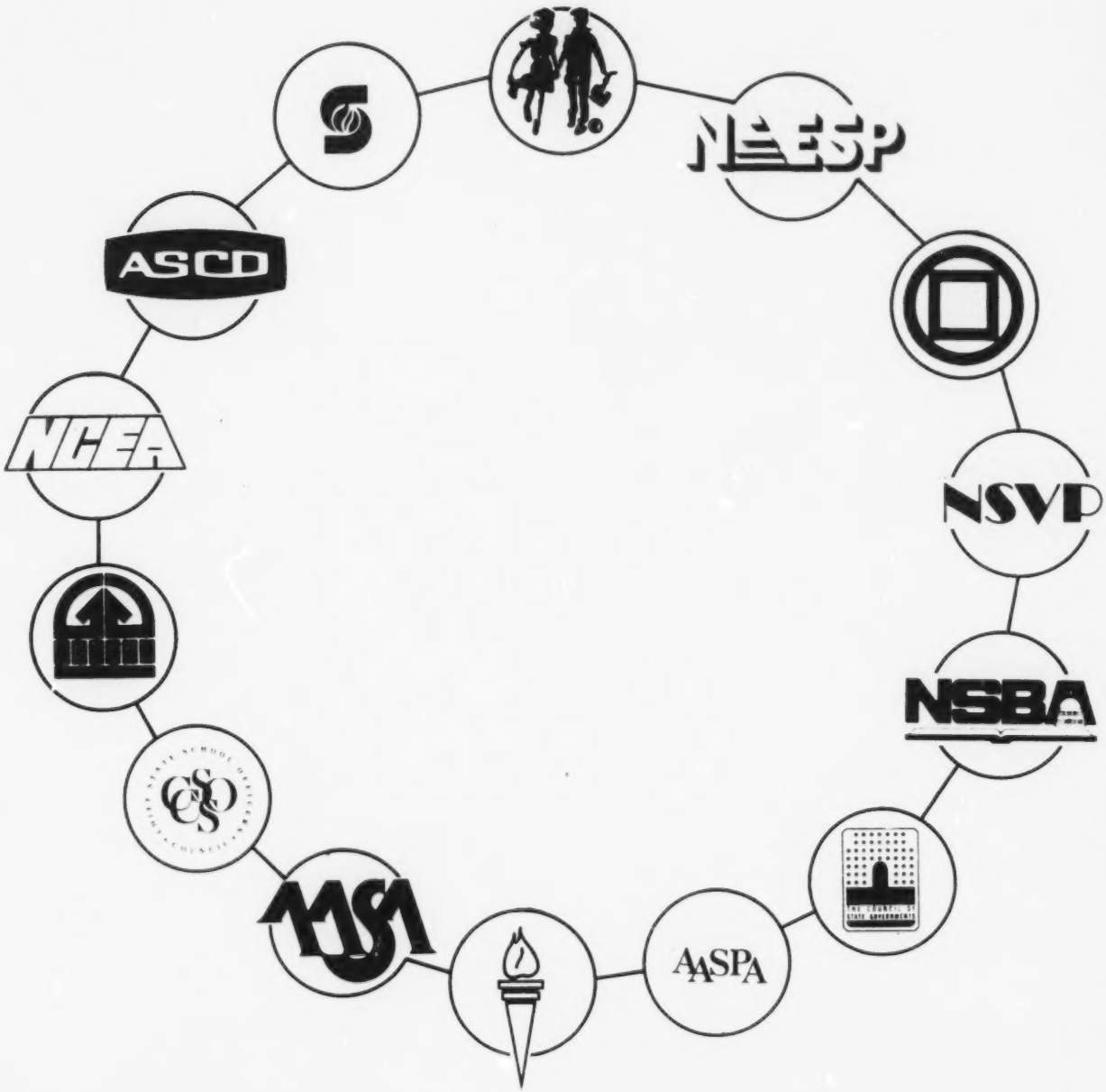
*NOTE: Descriptions of each organization (its membership, organizational structure, and services) are found in Appendix "A".

# CONTENTS


| | | Page |
|---|---|---|
| ACKNOWLEDGEMENTS: THE PARTICIPATING ASSOCIATIONS | | i |
| FOREWORD | | iv |
| PREFACE | | v |
| SECTION I: | SURVEY BACKGROUND AND OVERVIEW | 1 |
| SECTION II: | SURVEY RESULTS (OR) ASSOCIATION RESPONSES | 5 |
| | A. Involvement in Interassociation/Cooperative Programs | 6 |
| | B. Association Involvement with the Concept of Shared Use of Public Space | 10 |
| | C. Leadership Activities | 16 |
| | D. Association Follow-Through | 24 |
| SECTION III: | CONCLUSIONS AND RECOMMENDATIONS | 26 |
| SECTION IV: | REFERENCE MATERIALS AND RESOURCE INFORMATION | 30 |
| APPENDICES: | | |
| | A. Participating Associations: Memberships, Organizational Structures and Services | |
| | B. Association Assessment Instrument | |

# SHARED USE OF PUBLIC SPACE:
## A Summary of Responses to the Issue

THE FOURTEEN PARTICIPATING ASSOCIATIONS*:




*Footnote: Descriptions of each organization — its membership, organizational structure, and services — are found in Appendix A.

# FOREWARD

The particular topic of shared use of public space is widely regarded as a national issue, and the survey reported here found considerable interest in developing a national policy to address this issue. The associations surveyed have cooperated with each other in in the past in exchanging information and in trying to influence the direction federal programs take in assisting to solve some of the major societal needs of our nation. Typically, this interagency cooperation has had as its goal only the particular and immediate needs of the several associations that were working together. The cooperation has been healthy, but additional efforts must now be made in order to clearly address current national issues.

A national strategy to assist associations to focus on national issues should include increased cooperation between educational and governmental organizations and their use of community education as a means of resolving mutual social problems. Although these strategies are not now widely recognized, the survey did find great awareness of community education and its residual benefits among the surveyed associations. Also, the results did seem to indicate some desire for interagency cooperation that is broader in scope and closer to national policy development.

Finally, the findings of this survey show that the processes of community education and interagency cooperation have the potential to bring national organizations together to develop a national strategy for resolving issues of mutual concern such as shared use and other problems in the public sector. This product is an important first step in that effort. Such cooperation is imperative as we begin to solve the educational and governmental problems of the 1980s.

William F. Pierce
Executive Director
Council of Chief State School Officers

# PREFACE

For many years, the shared use of public space was not a topic for school or other public officials. Accustomed to autonomy, they often resisted or ignored opportunities for shared efforts and activities. Rapid changes that have occurred, and continue to occur, within American society, however, now challenge the ability of public institutions to survive without greater cooperation and collaboration between and among themselves.

## Pressures for Cooperation and Collaboration

Changes that have evolved during the last twenty years, particularly within urban America, make it increasingly difficult for public institutions to fulfill their responsibilities without assistance from, and association with, other organizations. The issues that public institutions now face are highly complex, and efforts to address them adequately often require crossing traditional boundaries. Principal among the issues are:

- economic scarcity and/or greater competition for available resources
- inflation and the escalating cost of energy
- increased demand for services from increasingly diverse groups
- changing composition of our society

There are several factors that have generated, or evolved from, the current conditions in which most public institutions now find themselves. Among these are:

- shifting race/ethnic/age distributions due to
  - -increased mobility
  - -the "graying" of America (increased longevity)
  - -a lower fertility rate
  - -a dramatic drop in the birthrate
- changing family structures, attitudes and values
- vandalism and violence
- drug and substance abuse
- lack of confidence in public education and government resulting, at least in part, from

-declining test scores
-strikes by teachers and other public employees
-busing
-changes in public priorities due to demographic changes in the population and technology
-questions of political judgment and integrity
-adequacy of quality and quantity of public services received by the public

Implications for Public Organizations and their Leaders

Survival itself--much less growth--of our public institutions will revolve around the reality of change and the ability of leaders to use it productively. To meet contemporary concerns, leaders will need to be proficient at defining situations, assessing needs and setting priorities in light of the constraints and demands on their organizations. Increasingly, they will need to share, cooperate, and build powerful alliances in order to address the expressed needs of their constituents and combat the external forces that threaten them.

Leaders will need to recognize that limitless growth is impossible and that public organizations must therefore strive to identify what they and their resources can best do. Vacant or underused public space and other underutilized resources will become intolerable to the public. Quality and maximum effective use will become the primary goals. To do this, public institutions will have to make fundamental changes in the way they negotiate with their environments (including one another). They will also need to conduct the main operations of their enterprises in new ways.

The continuation of accelerated change, complexity and diversification in nearly all phases and levels of society will require organizations to respond quickly to changing conditions. Due to the masses of ambiguous and often contradictory data that each organization will possess, it will be critical to have cooperation and collaboration with other organizations in order to anticipate and plan successfully.

Community Education: A Concept with a Future

Dating back to the New England colonies, both education and community development have been part of the American way of life. The early schools, among our first erected public facilities, were designed to support community needs as well as to provide a place for the education of children. Since those early days, many voices have advocated a close relationship between school and community, and the related concept of community centers, to foster civic improvement.

What is now called community education has its origins in the philosophies of the early historical advocates of community integration--Henry Barnard, Edward J. Ward, John Dewey, Frank Manley, and Charles Stewart Mott, among others.

Today, community education is seen as a dynamic process that enables citizens to identify problems and needs of community life. As a result, programs and services are developed and delivered which meet those identified needs through the cooperative use of community resources, including public space. The process is based on community involvement and interagency cooperation in identifying the needs, resolving problems, and designing programs to meet those needs.

The U.S. Department of Education has defined community education as:

> ...a program in which a public building, including but not limited to, a public elementary or secondary school, or a community or junior college (or a related extension center), is used as a community center operated by a local educational agency in conjunction with other groups in the community, community organizations, and local governmental agencies, to provide educational, recreational, health care, cultural, and other related community and human services for the community that the center serves in accordance with the needs, interests, and concerns of that community.
>
> In order to be considered a federal program, each community must have the following minimum elements:
>
> A local education agency involved in the administration and operation of the program. However, the local education agency does not have to be the sole operator.
>
> The program must serve an identified area or community.
>
> A public facility(s) serves as a community center. The center and/or satellites may be public or private.
>
> The community center offers educational, recreational, health care, cultural, and other related community and human services that reinforce the regular school curriculum, lengthen the hours of service and broaden the scope and nature of programs.
>
> The program identifies community needs, interests, and concerns of the community.
>
> The program uses existing resources, including volunteers, to meet community needs. The program encourages cooperation among agencies to make best use of resources and to avoid duplication of services.
>
> The program is designed to serve many age groups and groups with special needs.
>
> The program provides for active and continuous involvement of the local community, on an advisory basis.

## SECTION I: SURVEY BACKGROUND AND OVERVIEW

The purpose of the survey reported herein (see Appendix B for survey instrument) was twofold: (1) to assess the current involvement of selected national associations with the issue of shared use of public space, and (2) to explore the possibility of commitments for future cooperation by the selected national organizations on this issue. Fourteen prominent national educational and governmental associations (see Acknowledgements and Appendix A) agreed to participate in the survey, which was conducted during late spring, 1981, by the Council of Educational Facility Planners, International (CEFP), and funded by a grant from the U.S. Department of Education's Community Education Program.

This focus for the survey was selected by CEFP because of its awareness of national concern over the increasing availability of public space, especially schools, and questions related to the use of such space when declared excess or surplus. Additionally, CEFP hoped that the survey would serve as a first step in developing a set of recommendations and strategies on the shared use of public space. The survey instrument was developed by CEFP with consultation from the U.S. Department of Education's Community Education Office and was administered using a personal interview approach.

Participants for this project were selected in a deliberate fashion. It was determined that credible information could best be

obtained, and the survey results could best be disseminated, through the participation of the members of the Educational Leaders Consortium (ELC) and the Public Interest Consortium (PIC), also known as the "Big Seven." These two consortiums represent the major administrative and policy positions of the educational and governmental communities.

ELC is a national consortium of these professional educational organizations:

- American Association of School Administrators
- American Association of School Personnel Administrators
- Association of School Business Officials
- Association for Supervision and Curriculum Development
- Council of Chief State School Officers
- Council of Educational Facility Planners, Int.
- Council of State Governments
- International City Management Association
- National Association of Elementary School Principals
- National Association of Pupil Personnel Administrators
- National Association of Secondary School Principals
- National Association of State Boards of Education
- National Community Education Association
- National Conference of State Legislators
- National School Boards Association
- National School Public Relations Association
- National School Volunteer Programs, Inc.

The respective memberships are composed of policy makers and administrators. The executive directors of these organizations work through ELC to collectively address educational issues of mutual concern and to improve services to their respective memberships.

Operating as an umbrella organization, PIC serves as a coordinating body for the purpose of identifying issues and campaigning for agreed upon solutions within the governmental arena. Organizations that belong to "The Big Seven" include:

- Council of State Governments
- International City Managers Association
- National Association of Counties
- National Council of State Legislators
- National Governors Association
- National League of Cities
- U.S. Conference of Mayors

The executive directors of these organizations, each representing elected and administrative officials of state and local governments, meet monthly to address common problems and to formulate collaborative action.

Each organization in the two consortiums was contacted and asked to participate in this project. Fourteen agreed.

The study confirmed that cooperative ventures may be a critical determinant of the potential effectiveness of public institutions, and that future efforts of this direction need to be undertaken. Such future action could include bringing together, in a cooperative effort, national educational, governmental, public interest, and human service associations, representing thousands of persons, to develop recommendations and strategies on the future use of public space. The ultimate goal would be to promote the use of public space in a way that coordinates the delivery of educational and human services and maximizes the use of public programs and limited resources. This survey confirmed there is a high level of interest and willingness to participate in developing such a strategy among many national organizations.

This document has been divided into four sections: (1) background and overview, (2) survey findings, (3) conclusions, and (4) reference materials and resource information. This first section has provided the reader with the background of the survey and how

participants were selected. The second section reports the results of the survey, including the questions asked, the responses given, and some examples of related actions taken by the various associations. Section Three presents conclusions drawn from the survey, summarizes the potential impact of the information collected, and suggests the need for future action. Section Four gives a listing of related resource materials published by, or referred to by, the participating associations.

## SECTION II: SURVEY RESULTS (OR) ASSOCIATION RESPONSES

The survey sought to identify the participating organizations' (1) involvement in cooperative ventures, (2) recognition of the issue of shared use of public space, and (3) future commitment to addressing the implications associated with the topic. It also was designed to raise the consciousness level of the organizations toward the concept and practices of community education. The questionnaire was divided into four sections that addressed (1) cooperation, (2) association involvement with the issue, (3) leadership activities, and (4) association follow-through. Each of these four areas is presented with a summary of responses here in Section II.

To be most effective, this type of survey required that the participants trust and cooperate with the surveying agent. Trust and cooperation were ever present as the respondents were open and more than willing to provide the best information available.

Throughout the interview process it was apparent that there was a recognition of the issue, interest in addressing the problem, and an awareness of community education. Most significantly, there was an expressed interest in participating in a national scheme that would facilitate organizational attention, and employ a community education approach, to addressing the issue.

This section examines the twenty-four items making up the survey. These items are reported in the following manner:

(a) Statement of question
(b) Findings (responses stated by the participants)
(c) Appropriate examples cited

Approaching the issue from these three vantage points allows attention to be directed toward interassociation networking and the potential impact of community education practices associated with building, cooperating and maximizing the use of public space. In order to maintain an overall perspective and to identify activities of significance (currently underway or being developed in the near future), the findings are reported in narrative form.

## A. INVOLVEMENT IN INTERASSOCIATION/COOPERATIVE PROGRAMS

This part of the survey sought to identify how the associations perceive the current level of cooperation between and among associations. Respondents were also requested to identify significant national issues they believe should be addressed through cooperative approaches in the future.

**QUESTION #1:** At present do you actively engage in cooperative endeavors with other associations?

**RESPONSE:** All associations expressed that they were actively engaged in cooperative endeavors with other associations. Cooperative endeavors included sharing of information, shared program planning and participation, legislative development, exchange of communication vehicles, and informal planning efforts. Additional activities mentioned by some of the associations included policy agreements, publications, special projects, legal assistance, and cooperative advertising agreements. Examples of such cooperative arrangements include:

(1) Membership in:

- American Society of Public Administrators
- Educational Leaders Consortium
- Global Affairs Consortium
- Public Interest Consortium (also referred to as "The Big Seven")
- The Committee For Full-Funding of Educational Programs
- Forum of Leaders for Educational Administration
- State Alliance for Education
- Coalition of Adult Education Organizations

(2) Other:

- Less formal alliances such as (a) National Council of State Legislators and The National Governors Association, (b) Council of State Governments and Conference of Chief Justices, (c) National Governors Association and Council of Chief State School Officers, etc.
- Collective proposal development and implementation for projects funded by the federal government, foundations and private enterprise; e.g., federal community education project awarded to the National Association of Counties and the National School Boards Association
- Collective employment of lobbyists and joint lobby efforts
- Guest editor status in one another's publications
- Use of other's staff as presenters in conferences and workshops
- Coauthorship of legislation, e.g., P.L. 94-142 and CETA Public Law #94-44

Respondents also identified positive and negative factors most associated with cooperation:

(1) Positive factors:

- reduction of duplication
- conservation of resources (particularly personnel and finances)

- improved communications between and among organizations
- greater ability to develop a common sense of direction in addressing significant national issues
- greater access to multiple audiences
- increase in political awareness and influence
- setting a positive example for their affiliated regional and state organizations

(2) Negative factors:

- competition for the same resources
- reduced visibility
- time consuming
- loss of latitude for independent action
- lack of sufficient resources to foster significant cooperative ventures

**QUESTION #2:** Is it your desire to engage in more (additional) cooperative interassociation activities and programs?

**RESPONSE:** All but one of the respondents (13 out of 14) indicated that they would welcome the opportunity to engage in additional cooperative interassociation programs and activities. In addition, they suggested specific areas of interest or issues they would like to see addressed on a cooperative basis, such as:

- relevant domestic issues and policies, e.g., block grant programs
- issues with potential for increased productivity and heightened visibility
- improving education; attaining excellence in education
- increasing citizen involvement and improving public confidence
- social, as well as educational and political, issues
- application of technology to public sector delivery systems
- governmental relations and federal policy issues

- areas of common interest to respective memberships

Some of the respondents also suggested additional groups or organizations with whom they hope to cooperate in the future, namely:

- National Chamber of Commerce
- National business and industrial organizations
- Publication houses
- Organizations and companies involved in the high technology fields (computers: hardware/software producers)
- Citizen advocacy organizations
- Other (non-public sector) organizations who serve organizational personnel identified as middle and upper-level management

The final part of Question #2 related to the existence of a strategy for pursuing cooperative interassociation activity in the future. The responses indicated that eight (8) associations have such a strategy and three (3) do not. The other three (3) did not choose to comment.

The eight associations responding affirmatively identified the following activities as examples of a strategy in operation:

- Contractual arrangements with other organizations (e.g., CCSSO, NCSL and NASBE; and AASA and NSPRA). Such arrangements are enhanced by location in the same facilities and service to similar audiences. Examples include co-sponsoring of specific conferences, shared cost of research and lobbying efforts, and sub-contracting for special staffing assignments.
- Use of existing national network patterns, e.g., ELC and PIC.
- Informal arrangements and agreements, e.g., strategy sessions between NSBA and AASA, and CCSSO and NASBE.
- Coalition of advocacy groups, e.g., court system and public education.
- Cooperative development of future institutes and study sessions.
- Formulation of organizational policy to satisfy the changes brought on by a new administration.

## B. ASSOCIATION INVOLVEMENT WITH THE CONCEPT OF SHARED USE OF PUBLIC SPACE

This portion of the survey was designed to identify the current level of activity of the participating associations on the subject of the shared use of public space. The associations were asked to identify the awareness level of their respective memberships on this subject, as well as any related organizational activity currently underway.

**QUESTION #3:** Have you conducted a survey on the shared use of public space?

**RESPONSE:** None of the participating associations had conducted a survey of its membership on this topic. However, two of the associations had surveyed their membership on issues related to the topic. ICMA surveyed its membership on the subject of facilities that are owned and/or maintained by more than one governmental agency. This survey was designed to identify governance policies, maintenance functions and financial arrangements. AASA did a survey of its membership (approximately five years ago) regarding the impact of declining student enrollments and the alternative uses of the underused space. In both cases the information obtained was used primarily for the identification and dissemination of case studies and model projects. Respondents also implied that such surveys are typically done by state offices to serve unique state needs and, therefore, have not been considered of significant national interest.

**QUESTION #4:** Is there an understanding of the impact of changing local populations and community conditions in all levels of government?

**RESPONSE:** Eleven (11) associations believed there was such an understanding and three (3) believed there was somewhat of an understanding by their respective memberships as to the impact of changing populations on local communities.

When asked to what they attribute this understanding, the associations' responses included:

- Activities of local finance and planning departments
- Potential impact of apportionment and redistricting
- Federal and state policies regarding financial aid
- Impact of student decline on staffing patterns
- Intensive campaign to make membership aware of both student enrollment decline and declining percentage of households with youngsters in school
- General information dissemination on national trends
- Topics and sessions of conference and workshop programs
- Impact of change of populations on volunteer population

**QUESTION #5:** Is there an understanding of the cost savings associated with the shared use of public space?

**RESPONSE:** Seven (7) associations answered in the affirmative, four (4) answered in the negative, and three (3) provided mixed responses.

The major factors that were identified as contributing to understanding the cost benefits associated with the shared use of public space include:

- Awareness of buy/sell/lease arrangements
- Recognition of the cost savings associated with use of existing facilities
- Greater understanding of the community school and community center concepts as they relate to use of public schools
- Awareness of the political advantages to maximizing the use of physical resources
- Presentation of case studies and demonstration models, via publications, conferences and workshops
- Awareness campaigns related to resolving some of the dilemmas associated with declining school enrollments

The factors mentioned most often by those associations who responded negatively include:

- Cost savings from the shared use of public space has been identified as a local, not a state, issue
- Absence of comprehensive data on the subject
- Membership is not necessarily aware of the shared space concept
- Emphasis on the impact of declining student enrollment has been on problems related to personnel and not on use of space
- Absence of membership requests for this type of information

**QUESTION #6:** Is there an understanding of the need for interagency cooperation in addressing the shared use of public space?

**RESPONSE:** Nine (9) of the fourteen (14) associations responded that there was a recognition of the need for interagency cooperation in addressing the issue of the shared use of public space. These nine associations attributed this understanding to the following factors:

- Potential financial benefits
- Potential political benefits
- Potential for improving the flexibility of the use of limited resources
- Enhanced funding opportunities, as more and more grants/contracts are being awarded to cooperative ventures
- Past experiences exemplified by the efforts that have been inspired by P.L. 94-142 (Legislation for the Handicapped)
- Recognition of overlapping jurisdictions and needs related to public sector responsibilities

Identified as deterrents to such understanding generally given were:

- Local, rather than state, perspective, particularly in in relation to funding, jurisdiction and legalities
- Insufficient sharing among associations of examples and case studies
- Absence of consideration as an organizational priority

**QUESTION #7:** Is there an understanding on the part of your membership of the concept of community education and the practices associated with it?

**RESPONSE:** Seven (7) of the fourteen (14) associations stated that there is an understanding of the concept and practices of community education on the part of their memberships. Three (3) associations stated there is somewhat of an understanding, and four (4) responded negatively.

When asked what they attributed this understanding to, the associations shared the following reasons:

- Recognized as a means for enhancing the electoral process
- Current relationship between city governments and schools
- The activity of some of the governmental associations in the arena of community education; e.g., the U.S. Conference of Mayors and the National Association of Counties
- Expanded concept of schools and their potential purpose and functions
- Growing awareness of the importance of lifelong learning
- The administration and coordination of volunteer programs by the local community education programs
- Communication with colleagues in other educational associations
- Activity of elementary school principals in relationship to the administration of community school programs
- Topic in publications, presentations at conferences, and exchange of information among associations
- Activities of the Federal Community Education Office, e.g., presentations to association boards and committees, circulation of federally-sponsored publications
- Publication and dissemination of community education materials to the membership; e.g., Community Education: Managing for Success, articles about community education in association newsletters, exchange of mailing lists, references to the concept in other printed matter (such as George Gallup's reference to it during an interview for the AASA newsletter)

- In some cases cross-memberships exist (persons who are members of both associations)

When asked to what level of sophistication is community education employed by their membership, ten (10) of the associations responded in the following manner: seven (7) associations believed the level of sophistication being employed was medium, two (2) believed it to be low, and one (1) ranked it high.

Of the ten (10) associations responding to the question, "Is there an identification of community education as a means for addressing issues and coordinating services?", five (5) associations responded negatively and five (5) associations chose not to respond. Examples of issues addressed and services coordinated include the following:

- Campaigns for millage and bond issues
- Coordinated delivery of recreational and cultural programs
- Identifying and addressing community concerns and citizen needs
- Providing a vehicle for linking school, human service and governmental programs together
- Raising the awareness of the community in the activities of public schools
- Improving the level of public confidence in public education
- Reducing the communication gap between public schools and the communities they serve
- Inappropriately placing volunteers in educational programs
- Overcoming the potential crises associated with limited resources
- Enhancing the responsiveness of community development councils

When asked what has attributed to the lack of understanding of community education, the following factors were cited:

- General lack of awareness
- Absence of a clear definition of community education

- Absence of clear examples (products), or results of implementing community education

- Variety of emphasis and activity associated with community education at the local level resulting in a lack of clarity as to what represents community education and what does not

**QUESTION #8:** Does your association document successful and unsuccessful efforts (including case studies and model programs) of interagency endeavors on the subject of shared use of public space?

**RESPONSE:** Of the fourteen (14) associations, four (4) stated that they had documented successful and unsuccessful interagency efforts on the subject of shared use of public space. These four associations had used publications, conferences and training sessions as the major vehicles for showcasing these efforts. Examples cited by the four associations include:

1) A publication by AASA entitled Community/School Centers: Sharing the Space and Action. Also, numerous articles in AASA's The School Administrator have given examples of school and agency, and school and corporate arrangements.

2) Examples of the use of space resulting from interagency cooperation in relation to the occupancy and cooperation of volunteer programs. Specifically mentioned by NVSP were projects in Colorado, Utah and North Carolina.

3) The ICMA cited a publication resulting from such documentation that was prepared by California State University at Long Beach by the Public Policy and Administration Department. This publication described 1,600 contracts completed by local governmental agencies that specifically relate to multi-agency arrangements for the use of public facilities. (Copies are available from ICMA.)

4) The NCEA has also documented these efforts, cited examples in its publications and had them presented at its conferences. More specifically, the November/December 1974, June 1977, January 1980, April 1980, July 1980, July 1981, and October 1981 issues of the Community Education Journal all have one or more articles that cite examples of interagency cooperation in relation to the shared use of public space.

## C. LEADERSHIP ACTIVITIES

This portion of the survey was designed to identify what leadership positions the associations have had in sponsoring or facilitating activity related to interagency cooperation and the shared use of public space.

QUESTION #9: Has your association accepted responsibility for suggesting model processes for addressing the various issues related to interagency coordination?

RESPONSE: Ten (10) of the fourteen (14) participating associations stated they had accepted a responsibility for suggesting model processes to their membership, primarily through inservice training programs, publications, and regional and national conferences.

The programs or procedures identified as a means for suggesting model processes for addressing issues related to interagency coordination include:

- Examples of contract designs and contractual agreements which are announced and kept on file (ICMA)
- Descriptions and employment of the A-95 Review Process and the Treasury Circular (NCSL)
- Journal and newsletter articles (in excess of 30) and conference programs (in excess of 15) (NCEA)
- Topics for Inservice Training Academy for School Administrators as well as presentation of models in publications (AASA)
- Model processes for interagency coordination in relation to use of volunteers presented through publication (NSVP)
- Publications on such topics as programs for the handicapped, youth employment and training, and adolescent pregnancy (NASBE)
- Publications and conference sessions (NSBA)
- Publication entitled Cooperative Approach to Decline (ASCD)
- Articles and information related to the implementation of 94-142 and the federally funded publication on community education, A Report From the Chief State School Officers (CCSSO)

**QUESTION #10:** Has your association developed guidelines for your members to use in addressing the issues associated with the shared use of public space?

**RESPONSE:** Two (2) of the fourteen (14) respondents had suggested specific guidelines for use by their memberships on the subject (AASA and NCEA). The commonalities of local models were presented through special and regular publications to the two respective memberships as suggested guidelines.

The twelve (12) associations who responded negatively identified three major reasons for not undertaking this task. Three reasons cited most often were:

1) Subject matter has yet to be identified as an association priority

2) Subject matter has not been incorporated into the major purposes of the association

3) Requests for information of this nature have been handled on a referral basis, whereby inquiries are directed to other appropriate organizations (e.g. CEFP)

**QUESTION #11:** Has your association encouraged members to form interagency groups to identify and resolve problems at the local level?

**RESPONSE:** Eight (8) of the fourteen (14) associations had specifically encouraged their memberships to form multiagency coalitions for the purpose of identifying and resolving local problems. Of those responding affirmatively, these examples were given:

- Through sharing of examples (from member city to member city) and informal suggestions (ICMA).
- Publication of both process and contractual examples used to resolve local problems (ICMA).
- Publications, convention programs, "Academy" inservice sessions, and the activities of our Intergovernmental Affairs Office (AASA).

- Publicizing (mostly through seminars, conferences and publications) such activities as statewide coalitions, cooperative advertising procedures, sharing of conference programs, mechanisms for developing multiagency publications. An upcoming materials package entitled Building Public Confidence is one example (NSPRA).

- Identifying the means for addressing the issue of public confidence in education. Some examples of this type of encouragement can be found in the documents from The Forum on Public Confidence, conducted in 1979 and sponsored by the U.S. Department of Education (CCSSO).

- Sharing of local model programs from state to state and the convening of various member groups for the purpose of reviewing locally-based interagency activity. Examples are normally shared via the publication of periodic articles (NASBE)

- Through publicizing adaptive models of local interagency activities that result in the viable use of volunteers (NSVP)

- Identifying model parent and neighborhood activities that assist elementary school programs to encourage such interagency effort to resolve problems

There were no significant reasons for not undertaking such efforts given by those associations responding in the negative.

**QUESTION #12:** Has your association encouraged members to jointly develop policies and procedures for addressing issues associated with the shared use of public space

**RESPONSE:** Of the fourteen (14) participating associations, four (4) responded affirmatively. Examples of, and the means for, providing encouragement to develop joint policies and procedures include:

- Identification and recognition of local model programs (ICMA)

- Joint policy and procedure development on the subject of shared use of space has centered around access to public facilities for the handicapped. The results of Public Law 94-142, Section 504, have culminated in the formation of joint policy development related to the shared use of public space (NAPPA).

- Periodic publication of articles in the organization's Journal , (e.g., June 1977, January 1980, July 1981, October 1981) and a total of five sessions at the 1979 and 1980 national conferences (NCEA).

- The publishing of a research project of ten (10) school districts who have joint policies for the management and operation of shared facilities and publications of model procedures and presentations at conferences (AASA).

The ten (10) associations responding negatively to this question cited the low priority of concern of their members to joint policy development as the central reason.

**QUESTION #13:** Has your association encouraged members to develop written agreements and resolutions of the roles and functions of cooperating agency groups?

**RESPONSE:** Seven (7) of the responding associations had encouraged their memberships to develop written agreements and resolutions defining the roles and relationships of cooperating agencies. The seven affirmative respondents identified the following activities as examples:

- Contractual agreements and resolutions for services by various local governmental jurisdictions (ICMA).

- Jointly sponsored projects with the National Governors Association (NCSL).

- Publicizing of written agreements and policy-level resolutions among school districts, local government and human service agencies for the purpose of defining responsibilities for the delivery of educational, recreational, cultural, etc., programs to the community.

- Recognition of new school board policies and resolutions that outline roles and responsibilities of participating parties. Most frequently cited have been the operations of special task forces, study committees, advisory councils, and special cosponsored programs that typically involve the school district and local governmental unit(s) (AASA).

- The operations of committees, commissions and organizations that are affected by P.L. 94-142 (CCSSO).

- Sharing of resolutions and the processes associated with their development. These resolutions typically outline the responsibilities of participating state agencies in the development and administration of cosponsored legislation and interdepartmental programs (NASBE).

- Recognition, mainly through publications, of agreements and resolutions related to curriculum development, program implementation and evaluation (ASCD).

Again, the only major reason given for those responding negatively was the lack of priority given to this effort by their respective members.

**QUESTION #14:** Has your association encouraged members to foster opportunities for involvement among policy makers, administrators and client groups?

**RESPONSE:** Ten (10) of the fourteen (14) participating associations had encouraged their members to develop opportunities for interaction among policy making, administrative and user groups. The activities most often mentioned for encouraging this interaction include:

- Formation of advisory panels, at the state level, of all three groups to address financial and programmatic issues (CSG).

- Advising committees and members on the subject of managing interdisciplinary groups. Seminar sessions are used most often.

- Publishing handbooks on the subject of citizen participation and advisory committees (both ad hoc and legislated) (ICMA).

- Suggesting and promoting the participation of state board members on various advisory committees, especially those related to special projects that have an impact on state education agencies. Specifically, these activities involved state plan development, certification procedures, statute and regulation development, and legislative requirements. Information on activity of this nature is available through the association's resource directory (NASBE).

- The governance of the association represents an example of this effort, as members of this Board come from NASBE and NSBA. Furthermore, the Chiefs are provided examples of such interactive opportunities (on the state department level) on a periodic basis (CCSSO).

- Publications, such as Community Education: Managing for Success. Also, "Academy" and conference topics on management techniques associated with community involvement (AASA).

- "Management Team" workshops for principals and inservice sessions on establishing, activating and improving school/community communications (NAESP).

- Participation of local teams (composed of representatives of policy-making, administrative and user groups) in National Academy programs. Also, encouragement through organizational literature interaction opportunities in the formation and activation of volunteer programs (NSVP).

The absence of membership interest/concern with this topic arose as the major reason for the four negative responses to this question.

**QUESTION #15:** Has your association encouraged members to develop and clarify state and local codes and laws that affect the shared use of public space?

**RESPONSE:** Only two (2) of the fourteen (14) associations had encouraged their members to examine, clarify, and, if necessary, develop state and local laws affecting the use of public space. One association (NCEA) stated that it had provided some examples in which state and local codes had been examined to insure compliance with laws related to the shared use of space. However, they had not presented this information in such a manner that would encourage clarification or development.

Two additional associations stated that they had conducted efforts to clarify state and local legal considerations, but that this encouragement was not specifically related to the subject of using public space.

The examples of encouragement presented by the two affirmatively responding associations include:

- Presentation of new state legislation and local initiatives, legal interpretation of appropriate use of shared space via publications and conference sessions (NCEA).

- Collection, publication and dissemination (on request) of contractual arrangements affecting the use of shared space. In some cases the legal implications (from both local and state perspectives) are discussed within the presentation of the contractual agreements (ICMA).

Those associations responding negatively to this question identified two major reasons for their negative responses:

1) The impact of laws and codes often pertains to local situations; this uniqueness limits the effectiveness of encouraging this action.

2) Encouraging this activity is not a priority of the association at this time.

**QUESTION #16:** Has your association encouraged members to establish a multiagency referral system for sharing/using public space?

**RESPONSE:** All of the participating associations responded in the negative to this question. The reasons most often given include:

- Organization has not given consideration to both need for, or possibilities associated with, this type of activity.
- Yet to surface as an item that is prevelant enough to warrant attention; although in a few instances informal discussion has led to the recognition of such a system.
- Not an identified issue of the respective memberships.

**QUESTION #17:** Has your association communicted promising inter-agency practices on the shared use of public space?

**RESPONSE:** Three (3) of the fourteen (14) participating associations responded affirmatively. An additional three (3) associations stated that they had somewhat communicated promising interagency practices on the subject.

The practices the affirmatively responding associations (including those who responded "somewhat") communicated with their members include:

- Interagency (particularly intergovernmental) use of space for offices, programs and services (ICMA)
- Occasional recognition of promising interagency practices (in association publications) as they relate to the shared use of public schools (NSPRA)
- Occasional newsletter articles reflecting promising practices of interagency use of elementary schools (NAESP)
- Limited reference to promising interagency practices of sharing space. However, these references are related to the development and/or delivery of instructional programs (ASCD)

- Promising practices, often involving the shared use of public schools, presented via publications (AASA).

- Journal and newsletter topic. Also, a major topic for numerous affiliated state associations. In some cases these promising practices concern themselves with space in places other than schools (NCEA).

Of the eight (8) associations responding "no" to this question, two (2) additional associations stated that they plan to communicate promising practices to their memberships in the future.

All of the negative respondents stated that the primary reason for not undertaking this effort was the absence of association priority.

**QUESTION #18:** Has your association encouraged members to develop uniform criteria and procedures on the closure of school buildings?

**RESPONSE:** Three (3) of the fourteen (14) associations had encouraged their members to develop uniform criteria and procedures for addressing the question of school closure. This encouragement was offered in the following manner:

- Presentation of criteria and procedures from local school districts across the country via publications, conference sessions and inservice meetings. Examples were drawn from a set of commonalities that those school districts who have established criteria and procedures have used with the greatest frequency (AASA).

- Presentation of criteria and procedures and examples of implementation (as they relate to elementary schools) through publications (NAESP).

- Presentations, on a limited basis, uniform criteria and procedures for closing public schools--particularly as they relate to curriculum implementation and impact on the instructional program (ASCD).

One additional association plans to consider this topic and provide encouragement for such activity in the future (CSG).

Most of the associations responding "no" to this question reported doing so because of the lack of attention by their membership to criteria and procedures for school closure.

**QUESTION #19:** Has your association encouraged members to develop uniform criteria and procedures which enhance community use of public space?

**RESPONSE:** Of the fourteen (14) associations, two (2) had encouraged their members to develop uniform criteria and procedures regarding community use of public space.

The two associations responding affirmatively to this question identified the following as means of encouragement:

- The most significant means of encouraging this activity is through the use of publications. Examples most often highlighted concern priority for use of space by "outside" agencies and groups, scheduling procedures for alternative use and procedures for observing rules and regulations associated with alternative community use of schools (AASA).

- All forms of encouragement have been expressed through publications. The focus of this encouragement, and the examples most often cited on the subject of alternative community use of public space, have related to supporting and supplementing the school instructional program (ASCD).

One additional association (CSG) is considering undertaking such an activity in the near future.

## D. ASSOCIATION FOLLOW-THROUGH

The participating associations were asked to respond to the following six questions to determine further their current and potential posture on the issue of shared use of public space. They were asked to state their willingness to further explore the concepts of community involvement and interagency cooperation, and to express their interest in a future effort that would formally address the shared use of public space from a national perspective. The questions and a summary of the responses for each appear below.

**QUESTION #20:** Does your association intend to accept a leadership responsibility to encourage governmental collaboration among agencies?

**RESPONSE:** Twelve (12) of the fourteen (14) associations intend to accept a leadeship responsibility to encourage, strengthen and support intergovernmental communication and collaboration among agencies.

**QUESTION #21:** Will the position of your association in promoting this issue be one of suggestion and encouragement or one of imposition?

**RESPONSE:** All fourteen (14) responding associations intend to be suggestive and encouraging, rather than imposing, in promoting communication and collaboration between and among agencies.

**QUESTION #22:** Will the position of your association be a role which focuses on improvement and prevention rather than corrective and problem-solving measures?

**RESPONSE:** Ten (10) of the fourteen (14) responding associations intend to focus on improvement and prevention rather than correction and problem-solving measures; three (3) plan to do both.

**QUESTION #23:** Will your association continue to identify current and future needs for community involvement, interagency cooperation and community education as a way of dealing with community issues?

**RESPONSE:** Eleven (11) of the fourteen (14) responding associations intend to continue to identify current and future needs for community involvement, interagency cooperation and community education processes for addressing community issues.

**QUESTION #24:** Is there merit to a group of associations convening a national meeting for the purpose of examining the issue of the shared use of public space?

**RESPONSE:** All fourteen (14) associations indicated that there might be a significant impact resulting from a group of associations addressing the problems and possibilities associated with the shared use of public space.

## SECTION III: CONCLUSIONS AND RECOMMENDATIONS

The results of the survey foster a set of conclusions and suggest some recommendations that merit attention. This section is divided into two parts, with conclusions appearing first and recommendations (or needs associated with future action) appearing second.

**A. CONCLUSIONS:**

The responses to the survey lead to the following conclusions:

1. Two existing structures foster interassociation activity: ELC and PIC (or "The Big Seven").

2. Limited interassociation activity also occurs among the asociations surveyed and organizations outside the membership of ELC and PIC.

3. Limited interassociation activity occurs between ELC and PIC members. This activity is typically policy related at the state level or involves legislative strategy.

4. More positive than negative reasons for current and future interassociation cooperation are perceived by the respondents.

5. Future cooperative ventures by the participating associations will be directed at the business community and citizen advocacy groups (on both a collective and an independent basis).

6. Current and future changes in population and community composition is recognized by the majority of the respective associations' memberships.

7. Interagency cooperation is recognized as a viable means for addressing the shared use of public space.

8. There is a moderate recognition level of the concept and practices associated with community education on the part of the participating associations.

9. Future recognition of community education depends upon the establishment and dissemination of a working definition and tangible outcomes.

10. Community education is most often recognized as a means for resolving societal issues when it is identified with the concepts of citizen involvement and interagency cooperation.

11. A limited effort has been made to identify and disseminate models of interagency cooperation in relation to the shared use of public space.

12. Most of the participating associations have suggested to their respective memberships models that address the various issues related to interagency coordination.

13. A limited effort has been made by a few associations to suggest guidelines, policies and procedures related to the shared use of public space.

14. The encouragement for interagency cooperation to identify and resolve local problems and the formation of agreements and resolutions has been undertaken by half of the participating associations.

15. Policy maker, administrator, and client participation and interaction has been encouraged by a majority of the participating associations.

16. Review of the legal questions associated with the shared use of public space has been undertaken on a very limited basis.

17. The establishment of multiagency referral systems for sharing/using public space has not been encouraged by any of the participating associations.

18. Communication of interagency practices related to the shared use of public space has been pursued on a very limited basis.

19. Development of uniform criteria for closing school buildings and enhancing community use of public space has been encouraged by a few of the participating associations.

20. Most of the associations plan to encourage and promote intergovernmental collaboration and communications.

21. Most of the associations plan to identify needs relative to community involvement, interagency cooperation and community education as they relate to resolving local issues.

22. All of the participating associations expressed their support for convening a national meeting to address the issue of shared use of public facilities.

## B. RECOMMENDATIONS:

The following recommendations should be viewed as needs for future action relative to the use of public space. There is a need for:

1. A greater degree of educational and governmental cooperation on both the association and the local levels.

2. Encouragement of interagency cooperation via enabling legislation, financial incentives and sharing of needs/ demonstration efforts at all levels of public service.

3. Improvement of communications among associations and their respective memberships.

4. Extensive data collection, research projects and information dissemination on the subjects of inter-agency cooperation, community education and space utilization (clearinghouse functions).

5. Establishment of criteria for school closure and facility utilization.

6. Recognition of the economic, political, social and educational values associated with the shared use of public space.

7. Identification and dissemination of joint governance and joint funding opportunities associated with the shared use of public space.

8. Reduction of the "turf" issues hindering cooperative endeavors.

9. Community education advocates to clarify and disseminate the purpose, structure and results of community education.

10. Recognition and employment of cooperative planning strategies that will have an impact on the shared use of public space.

11. A collaborative effort to further explore the issue and suggest recommendations for state and local adaptability.

## C. POTENTIAL FOR IMPACT:

All associations recognized the influence that could be generated by developing a mutual sense of direction. Reluctance to such efforts primarily appears to be due to concerns about organizational identity and the amount of time and other resources such efforts would require.

A review of the number, size and importance of the organizations with which the surveyed associations currently cooperate indicates the extent of impact these fourteen associations could have if they worked together. What appears to be needed are mechanisms for identifying and focusing on mutual and/or interdependent concerns in order that the potential impact may be realized.

## D. FUTURE ACTIVITIES:

All respondents recognized that many changes are occurring within American society and indicated that they would continue to focus on issues related to those changes perceived as most significant by their memberships.

Almost all of the associations intend to continue to pursue increased cooperation and collaboration between and among agencies on issues related to the concept of the shared use of public space. The commitment to this pursuit is evidenced by the unanimous willingness of these organizations to work together to develop a national strategy on this issue.

The majority of associations felt that a significant impact might result from a group of associations getting together to address the problems and possibilities associated with the shared use of public space.

There is every indication that there is a growing recognition of the interdependencies of life, and that more and more interassociation activities and efforts are likely to occur.

## SECTION IV: REFERENCE MATERIALS AND RESOURCE INFORMATION

The following materials represent an extensive listing (not to be considered all-inclusive) that have addressed the topic areas associated with the survey. Many of these materials have been authored by members or staff of the participating associations. Furthermore, some of the materials that appear below were cited by the respondents.

This listing is divided into four topic areas: Shared Space and Joint Occupancy; Interagency Cooperation; Community Schools and Community Centers; and Enrollment Decline and Excess Space.

### SHARED SPACE AND JOINT OCCUPANCY


Bernardo, Charles M. Joint Lease Agreements Fee Structure for Joint Occupancy. Montgomery County Public Schools, Rockville, Maryland, 1978.

Boranian, Paul. Community Use of Schools: Politics and Regulations. Minneapolis Public Schools, Minneapolis, Minnesota, 1969 (16 pages).

Campbell, Elizabeth. Community Education and Health Services. U.S. Conference of Mayors, 1620 Eye Street, N.W., Washington, D.C. 20006 (1981, 28 pages).

Clinchy, Evans. Joint Occupancy: Profiles of Significant Schools. Educational Facilities Laboratories, 680 Fifth Ave., New York, N.Y. 10019 (1970, 37 pages). Describes how cities, districts and schools can fund educational construction by leasing parts of sites to private agencies.

"Combined School/Public Library Reduces Cost by $500,000." American School and University. 47, 11 (July 1975), pp. 10-12. In Pennsylvania a public library and an elementary school were housed in the same building. A half million dollars was saved in initial construction and further savings have resulted from sharing maintenance, personnel, fuel and space.

"Community Schools Share the Space and the Action." Nation's Schools. 93, 3 (March 1974), pp. 29-32, 35. Community schools in Georgia, Virginia, and Michigan are discussed.

Cook, Nancy R. Facility Use Patterns. Available from Mid-Atlantic Center for Community Education, 405 Emmet Street, Charlottesville, Virginia 22903 (1979, 67 pages, $3.75).

Educational Facilities Laboratories. Guide to Alternatives for Financing School Buildings. EFL, 680 Fifth Ave., New York, N.Y. 10019 (1971).

Eugene Public Schools. Community Use of School Facilities for 1977-78 School Year. Eugene Public Schools, School District No. 47, Lane County, Eugene, Oregon.

Green, Alan C. "Look Who's Under the Same Roof Now." AIA Journal, 60, 4 (October 1973), pp. 26-31. Discusses ways to put several institutional programs under one roof by using excess school and college space for community purposes. Covers cooperative building ventures and combining educational and commercial enterprises.

Hughes, Paul S. Municipal Leasing: Its Role in Community Development with Emphasis on Surplus Schools. Municipal Finance Officers Association, Washington, D.C. (September 1980).

"Joint Occupancy Projects: "Disciplined Over-Density." Building & Design Construction. 13, 10 (October 1972), pp. 62-63. Points out the necessity for better educational planning and management. Describes actions state governments can take to aid local districts deal with decline.

King, David E. An Alternative Source of Funding and Joint Occupancy Development of a School Site. Irvine, California (1979).

Merrimack Educational Center. Alternative Uses of School Buildings. MEC, 101 Mill Rd., Chelmsford, Massachusetts 01824 (1977).

Monks, Robert L. "Six Hints for Outside Use of Schools." American School Board Journal, 167, 7 (July 1980), pp. 34-36.

Multi-Service Center Study. Alternative Multi-Service Center Systems for the Delivery of Human Services. Maryland State Department of Planning, 301 West Preston St., Baltimore, Maryland 21201.

Owen, Harold J., Jr. Five Community-Based Programs that Work. (1977, 49 pages).

Passantino, Richard J. "Community/School Facilities: The Schoolhouse of the Future." Phi Delta Kappan, 56, 5 (January 1975), pp. 306-309.

"School Site Becomes a Park for All." American School and University, 53, 10 (June 1981), pp. 30-37. Describes community participation in design of a site.

South Carolina Department of Parks, Recreation and Tourism. Multiple and Joint-Use of Public Facilities. (1976).

To Re-Create A School Building: "Surplus" Space, Energy and Other Challenges. AASA, Arlington, Virginia (1976).

## INTERAGENCY COOPERATION

Baillie, Susan J.; DeWitt, Laurence B.; and O'Leary, Linda Schluter. The Potential Role of the School as a Site for Integrating Social Services. A Report. Educational Policy Research Center, Syracuse Research Corporation (1972, 148 pages). A study of the combination of social services and educational programs in ten projects--the issues, problems, solutions.

Becker, Carol. Community Education and City Goals and Services: A Report to the Mayors. U.S. Conference of Mayors, 1620 Eye Street, N.W., Washington, D.C. 20006 (1980).

Blumenthal, Kent J., ed. A National Initiative on Interagency Cooperation. The Ultimate--To serve. II. National Joint-Continuing Steering Committee on Community Education (and National Recreation & Park Association), 1601 N. Kent Street, Arlington, Virginia 22209.

Committee for Recreation/Education Cooperators. Let's Cooperate. Carol Iddins, Project Coordinator, California Park & Recreation Society, 1400 "K" St., Suite 302, Sacramento, California 95814. A handbook for park and recreation agencies interested in cooperative endeavors.

Cook, Nancy C. Interagency Relationships. Mid-Atlantic Center for Community Education, 405 Emmet Street, Charlottesville, Virginia 22903.

Creating Interagency Projects: School and Community Agencies. Community Collaborators, P.O. Box 5429, Charlottesville, Virginia 22903 (1977).

Epstein, Ruth. Coordination in Human Services. Maryland State Department of Planning, 301 W. Preston St., Baltimore, Maryland 21201. Discusses the development of intergovernmental human services coordination in Maryland.

International City Management Association. Managing Human Services. Edited by Wayne F. Anderson, Bernard J. Frieden and Michael J. Murphy. ICMA, 1140 Connecticut Ave. N.W., Washington, D.C. 20036, (1977, 591 pages, clothbound, $25.00). Stresses program ideas, concepts and techniques for the practitioner involved with policy development, needs assessment, and the role of local government.

Mumford, Charles L. and Klonglan, Gerald E. Creating Coordination Among Organizations. North Central Regional Extension Pub. 80. Cooperative Extension Service, Iowa State University, Ames, Iowa 50011 (1979). Considers the options, barriers and facilitators of interagency cooperation.

New England Municipal Center. Community Planning for Human Services. NEMC, Durham, New Hampshire. (1977, 42 pages). A manual for community planners in smaller towns to help them through the planning cycle for providing human services. Covers needs assessment and priority setting.

Raucer, Michael D. "New Uses for Old Buildings: Options for Recycling." Municipal Management Innovation Series No. 18. International City Management Association, Washington, D.C. (May 1977, 4 pages).

Ringers, Joseph, Jr. Developing, Managing and Operating Community Services Centers. Mid-Atlantic Center for Community Education, 405 Emmet St., Charlottesville, Virginia 22903 (1981, 100 pages, $5.95).

Schwartz, Terry A., and others. Evaluation of a Human Service Program: Kanawha County, West Virginia Executive Summary (1980, 25 pages, $2.00).

U.S. Conference of Mayors. Community Education and City Goals and Strategies. U.S.C.M., 1620 Eye St., N.W., Washington, D.C. 20006 (1981, 30 pages).

## COMMUNITY SCHOOLS AND COMMUNITY CENTERS

American Association of School Administrators. New Forms for Community Education. AASA, 1801 N. Moore St., Arlington, Virginia 22209 (1974, 96 pages, $12.00).

Bloom, Janet. "Street Scene School." Architectural Forum, 137, 5 (June 1972), pp. 38-45. Describes the combination of social Services and educational programs at the Human Resources Center in Pontiac, Michigan--a building used from 7:00 a.m. until 10:00 p.m., six days a week.

Educational Facilities Laboratories. Community School Centers. EFL, 680 Fifth Ave., New York, New York 10019 (1979, $6.00). Covers planning, managing, and using surplus school space, as well as facility issues, resources, and citizen participation.

Epstein, Ruth. Guidebook for Human Resources Planning. Maryland State Department of Planning, 301 W. Preston St., Baltimore, Maryland 21201 (1972). Comprehensive planning and a coordinated approach to meeting community needs are emphasized.

Federal Community Education Clearinghouse. A Catalog of Resource Material on Community Education. U.S. Government Printing Office, Washington, D.C. 20402 (1978). Abstracts of publications including entries on interagency cooperation and community schools.

Guglielmino, Lucy M., ed. Report of the Governor's Task Force on Community Schools. (June 1979, 40 pages). Availability (in Florida) of unused and underused space. Describes opportunities for more imaginative use of school facilities for community purposes.

Kaplan, Michael. "The Junior High: An Expanded Community School." Community Education Journal. 3, 3 (May 1973) pp. 20, 30. How the facilities in a typical junior high school can be shared to benefit the community, including use of industrial arts and home economics equipment, recreation and fine arts facilities.

Kirby, John T. "Community Use of School Facilities." Community Education Journal. 1, 2 (May 1971), pp. 14-15, 59. Discusses objections to use of school facilities for community services, challenges in the courts, and solutions.

Management Resource Manual for Community Education. Volume 1. Mid-Atlantic Center for Community Education, 405 Emmet Street, Charlottesville, Virginia 22903.

Molloy, Larry. Community/Schools: Sharing the Space and the Action. Educational Facilities Laboratories, Inc., 680 Fifth Avenue, New York, New York 10019 (1973).

National Association of Elementary School Principals. New Views of School and Community. (1973, 64 pages).

Newitt, Jane, andd Kahn, Herman. The School's Community Roles in the Next Ten Years: An Outside Perspective. U.S. Government Printing Office, Washington, D.C. 20402 (35 pages).

"Planning for Community Education." Community Education Journal. 4, 6 (Nov.-Dec. 1974), pp. 14 ff.

Ringers, Joseph, Jr. "Community Schools. Major Issues for '75." CEFP Journal. 12, 4 (July/August 1974), pp. 8-9. Discusses using a school successfully as a community facility through effective communication, goal-setting, administration and reassessment.

Sargent, Cyril G., and Handy, Judith. Fewer Pupils/Surplus Space. EFL, 680 Fifth Ave., New York, NY 10019 (1974).

Schoeny, Donna H., and Bash, James H. Multicultural/Community Education. (1980, 24 pages, $2.00).

Schofield, Dee. Community Schools. Association of California School Administrators, 1575 Old Bayshore Highway, Burlingame, California 94010 ($2.75).

State of Ohio. Report: Governor's Task Force on Community Uses for School Buildings. (1980, 12 pages).

Thornton, James E., and Gubbels, Joseph, compilers. The Community School: A Working Bibliography. Research Paper No. 1. Pacific Association for Continuing Education, Burnaby, British Columbia, (n.d. 23 pages). Citations cover the concept of the community school from 1902 on.

## ENROLLMENT DECLINE AND EXCESS SPACE

Abramowitz, Susan. "The Dilemma of Decline." Paper presented at the National Association of State Boards of Education annual meeting, Williamsburg, Virginia, October 1979. Publication ED 184 223, ERIC Document Reproduction Service, Box 190, Arlington, Virginia 22209 ($2.50).

American Association of School Administrators. Declining Enrollment: What to Do? AASA, 1801 North Moore Street, Arlington, Virginia 22209 ($2.50).

Bishop, Lloyd. "Dealing with Declining School Enrollments." Education and Urban Society, 11, 3 (May 1979), pp. 185-195. Provides suggestions for solving technical problems of gathering accurate data and strategies for coping with decline.

Bussard, Ellen. School Closings and Declining Enrollment. Educational Facilities Laboratories, 680 Fifth Ave., New York, New York 10019 (1981, 52 pages). A guide to effective parent and citizen involvement in planning for school closing.

Coleman, Willliam G. "Non-School Utilization of Public School Facilities." Management Information Service Report, 11, 1 (January 1979).

The Council of Chief State School Officers. The 80's: How Will the Public Education Respond? Washington, D.C. (1979).

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## APPENDIX "A" — PARTICIPATING ASSOCIATIONS: MEMBERSHIPS, ORGANIZATIONAL STRUCTURES AND SERVICES

## DESCRIPTIONS OF INDIVIDUAL ASSOCIATIONS

AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS (AASA)
1801 N. Moore Street, Arlington, VA 22209

Membership: 18,500 school superintendents and other school administrators

Services: AASA communicates with its members and others through a journal, The School Administrator, a newsletter, an annual status and opinion survey, and critical issue reports on topics such as school closure.

Other services offered are seminars and conferences, some of which are used for inservice training.

Organization: An executive committee and a delegate assembly jointly set policy, develop programs and identify member needs.

AMERICAN ASSOCIATION OF SCHOOL PERSONNEL ADMINISTRATORS (AASPA)
6483 Tanglewood Lane, Seven Hills, OH 44131

Membership: 1,150 personnel administrators

Services: The association's services include publishing a newsletter, conferences and inservice training at conferences and institutes.

Organization: Policy is set by the board of directors; the organization structure also includes state and regional affiliates.

Membership needs are surveyed every five years to help shape annual programs.

ASSOCIATION FOR SUPERVISION AND CURRICULUM DEVELOPMENT (ASCD)
225 N. Washington Street, Alexandria, VA 22314

Membership: 34,000 state public officials and government and school administrators

Services: ASCD has a publication system that includes a journal and newsletter. Other services are seminars, conferences, audio-visual training, study institutes and inservice training.

Organization: The association's structure includes an executive council, 52 affiliated state organizations and a policy board. Policy is developed by the executive council and staff recommendations. ASCD identifies its members' needs in study institutes and from member input. The policy board ranks the needs.

COUNCIL OF CHIEF STATE SCHOOL OFFICERS (CCSSO)
379 Hall of the States, 400 N. Capital Street, N.W.
Washington, D.C. 20001

Membership: 57 members of the Council who represent thousands of other school officials.

Services: In the fifty states and seven extra-state jurisdictions, CCSSO serves its members by providing inservice training opportunities at conferences and workshops and by publishing a newsletter.

Organization: The Council's organizational structure includes a board of three officers and six members. The staff identifies members' needs, and the board sets policy after recommendations from committees.

COUNCIL OF STATE GOVERNMENTS (CSG)
P.O. Box 11910, Iron Works Pike, Lexington, KY 40578

Membership: 52 state public officials

Services: CSG operates a reference service and information clearinghouse, does policy analysis and research, and conducts inservice training programs.

Organization: Policy is developed by the board of directors, and membership needs are identify by an advisory panel appointed from the membership.

INTERNATIONAL CITY MANAGEMENT ASSOCIATION (ICMA)
1140 Connecticut Avenue, N.W., Washington, D.C. 20036

Membership: 7,000 mayors and city managers

Services: The association maintains an information clearinghouse, and holds training programs, institutes and conferences, ICMA publishes Letter to Leaders and a newsletter.

Organization: A board develops policy, while membership surveys and committees reveal members' needs.

NATIONAL ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS (NAEP)
1801 N. Moore Street, Arlington, VA 22209

Membership: 23,000 principals

Services: NAESP provides legal assistance, publishes a journal and holds conferences and institutes that offer inservice training.

Organization: Policy is developed by a nine-member executive board working with staff, delegates and committees. Members' needs are surveyed, and assessments are made by the board and state organization leaders. There is a standing committee on professional development.

NATIONAL ASSOCIATION OF PUPIL PERSONNEL ADMINISTRATORS (NAPPA)
225 N. Washington Street, Alexandria, VA 22314

Membership: 400 members

Services: NAPPA puts out publications and offers inservice training at conferences.

Organization: The board of directors and membership identify membership needs and determine policy.

NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION (NASBE)
526 Hall of the States, 444 N. Capital Street, N.W.
Washington, D.C. 20001

Membership: 650 members representing state boards of education

Services: The Association offers legislative liaison services, inservice training, and publishes a journal and a newsletter. NASBE also conducts conferences and seminars.

Organization: Policy is developed by the board of directors acting on committee recommendations. Members' needs are assessed annually, and a five-year outline is developed.

NATIONAL COMMUNITY EDUCATION ASSOCIATION (NCEA)
1030 - 15th Street, N.W., Suite 936, Washington, D.C. 20005

Membership: 2,550 members

Services: NCEA provides information, resources and a clearinghouse, inservice training, regular conferences, and seminars on topics such as developing a national plan for community education. The Association publishes a journal, Community Education, and a newsletter, Community Education Today.

NCEA's national involvement has included lobbying and working to pass the 1978 Community Schools and Comprehensive Community Education Act.

Organization: Policy for the organization is developed by an executive committee of the Board of Directors of the Board as a whole. Certain policy recommendations are brought to the Board by standing committees and/or special task forces. Membership needs are formally identified on a regional basis by a regional board.

NATIONAL CONFERENCE OF STATE LEGISLATORS (NCSL)
444 N. Capital Street, N.W., Washington, D.C. 20001

Membership: 50 state public officials who represent many others

Services: NCSL publishes a newsletter, provides technical information, holds conferences, and conducts inservice training.

Organization: Members' needs are identified through committee and staff assessment. An executive committee sets policy based on recommendations from topical committees.

NATIONAL SCHOOL BOARDS ASSOCIATION (NSBA)
1055 Thomas Jefferson Street, N.W., Suite 600, Washington, D.C. 20007

Membership: 95,000 school board members

Services: NSBA has advocacy programs in Washington, D.C. It also publishes two journals and holds conferences and workshops that include service training.

Organization: Policy is set by a delegate assembly, and needs are identified through surveys.

NATIONAL SCHOOL PUBLIC RELATIONS ASSOCIATION (NSPRA)
1801 N. Moore Street, Arlington, VA 22209

Membership: 1,500 members, but its services reach 50,000 educators and board members in school districts, state departments of education, and other education agencies.

Services: NSPRA provides training workshops in staff development and other services for administrators, school trustees and board members, principals, teachers, parents, and students. Each year the association conducts a national seminar for those who are involved in school communication.

NSPRA operates a resource bank and a hotline information service and publishes communications handbooks and two newsletters, Education USA and It Starts in the Classroom.

Organization: A board of directors develops policy, with recommendations from the staff. Members' needs are identified through informal board meetings and random assessments.

NATIONAL SCHOOL VOLUNTEER PROGRAMS, INC. (NSVP)
300 N. Washington Street, Alexandria, VA 22314

Membership: 1,500 school superintendents, government and school administrators, teachers and volunteers.

Services: NSVP communicates with its members with a newsletter and daily mailings to new members. It also holds institutes, seminars and inservice training.

Organization: The needs of the membership are surveyed yearly; a board of directors sets policy.

COMPOSITE DESCRIPTION OF HOW THE ASSOCIATIONS ARE ORGANIZED
AND WHAT THEY DO

1. MEMBERSHIP COMPOSITION

| Assoc. Name | Supts. | Local Public Officials | State Public Officials | Govt. Admin. | School Admin. | Mayor/ City Mgr. |
|---|---|---|---|---|---|---|
| AASA | X | | | | X | |
| ASSPA | X | | | | | |
| ASCD | | | X | X | X | |
| CCSSO | | | X | | | |
| CSG | | | X | | | |
| ICMA | | | | | | X |
| NAEP | | | | | X | |
| NAPPA | | | | | X | |
| NASBE | | | X | | | |
| NCEA | | | | | | |
| NCSL | | | X | | | |
| NSBA | | | | | X | |
| NSPRA | X | | | | X | |
| NSVP | X | | | X | X | |
| Totals | 4 | 0 | 5 | 2 | 7 | 1 |

2. SIZES OF ORGANIZATIONS

| Size of Membership | Associations of this Size |
|---|---|
| 1-1,000* | *institutional memberships that represent many others:<br>5: CCSSO, CSG, NCSL, NASBE, NAPPA |
| 1,001-2,000 | 3: AASPA, NSPRA, NSVP |
| 2,001-10,000 | 2: NCEA, ICMA |
| Over 10,000 | 4: AASA (18,500)<br>NAEP (23,000)<br>ASCD (34,000)<br>NSBA (95,000) |

## APPENDIX "B" — ASSOCIATION ASSESSMENT INSTRUMENT

APPENDIX "B"

ASSOCIATION ASSESSMENT INSTRUMENT

"Community Education Approach to the Shared Use of Public Space"

NAME OF ASSOCIATION: _____

ASSOCIATION OFFICIAL: _____

ASSOCIATION ADDRESS: _____

_____ Tel: / _____

DATE(S) OF INTERVIEW: _____

CEFP STAFF CONDUCTING: _____

I. ASSOCIATION GOVERNANCE AND OPERATIONS

MAKE-UP OF ASSOCIATION MEMBERSHIP: (role groups, professions, persons, etc.)

_____

_____

_____

SIZE OF ORGANIZATION (number of members): _____

WHAT SERVICES DOES YOUR ASSOCIATION PROVIDE: _____

_____

_____

_____

ORGANIZATIONAL STRUCTURE OF ASSOCIATION: (examples of board make-up, state affiliates, regional structures, staffing patterns, etc.)

_____

_____

_____

WHAT ARE THE POLICY DEVELOPMENT PROCEDURES: _____

_____

_____

PROGRAM DEVELOPMENT PROCESSES OF ASSOCIATION:

*How are organizational needs and issues identified?

_____

_____

_____

*How are organizational directions/focus on critical issues determined?

_____

_____

_____

WHAT IS THE COMMITTEE STRUCTURE OF THE ASSOCIATION: _____

_____

_____

_____

WHAT COMPOSES THE FORMAL COMMUNICATION NETWORK WITH ASSOCIATION MEMBERS:

_____

_____

_____

WHAT INSERVICE TRAINING PROGRAMS ARE AVAILABLE FOR ASSOCIATION MEMBERS:

_____

_____

_____

II. INTER-ASSOCIATION/COOPERATIVE PROGRAMS

*DO YOU CURRENTLY AND ACTIVELY ENGAGE IN COOPERATIVE ENDEAVORS WITH OTHER ASSOCIATIONS? ☐ yes ☐ no

If yes, what is the nature of this activity? _____

_____

_____

With whom do you cooperate? _____

_____

_____

What are the positive values of this effort? _____

_____

_____

What are the negative aspects of this effort? _____

_____

_____

*WOULD YOU LIKE TO ENGAGE IN COOPERATIVE INTER-ASSOCIATION PROGRAMS?
☐ yes ☐ no

If yes, what types of issues would you prefer to address? _____

_____

_____

With whom, would cooperative ventures be most productive? _____

_____

_____

Do you have a strategy for engaging in such activity? ☐ yes ☐ no

If yes, what is your strategy? _____

_____

_____

## III. CURRENT ASSOCIATION PROGRAM ON SHARED USE

### A. INFORMATION GATHERING

*HAVE YOU SURVEYED FOR AND ANALYZED INFORMATION ON THE SUBJECT OF SHARED USE OF PUBLIC SPACE? ☐ yes ☐ no

If yes, what was the nature of the survey? _____

_____

_____

Who was involved in the survey? _____

_____

_____

What were the findings of the survey? _____

_____

_____

Will you supply a copy of the survey? ☐ yes ☐ no

*IN YOUR OPINION, IS THERE AN UNDERSTANDING OF THE IMPACT OF CHANGING LOCAL POPULATIONS AND NEW CONDITIONS AT ALL GOVERNMENTAL LEVELS?

☐ yes ☐ no

If yes, to what do you attribute this understanding? _____

_____

_____

If no, to what do you attribute this lack of understanding?

_____

_____

*IN YOUR OPINION, IS THERE AN UNDERSTANDING OF THE ECONOMIC AND/OR EFFICIENCY VALUES RELATED TO THE SHARED USE OF PUBLIC SPACE? ☐ yes ☐ no

If yes, to what do you attribute this understanding? _____

_____

_____

If no, to what do you attribute this lack of understanding?

_____

_____

*IN YOUR OPINION, IS THERE AN UNDERSTANDING OF THE NEED FOR INTERAGENCY COOPERATION IN ADDRESSING THIS ISSUE? ☐ yes ☐ no

If yes, what conditions have encouraged such an understanding?

_____

_____

If no, what are the deterrants to such an understanding?

_____

_____

*IN YOUR OPINION, IS THERE AN UNDERSTANDING OF THE CONCEPT AND PRACTICES ASSOCIATED WITH COMMUNITY EDUCATION? ☐ yes ☐ no

If yes, to what do you attribute this understanding? _____

_____

_____

If yes, at what level of sophistication is this practice employed? ☐ high ☐ medium ☐ low

If yes, is there an identification of community education as a means for addressing issues and coordinating services?
☐ yes ☐ no

Examples of issues and services: _____

_____

_____

If no, to what do you attribute this lack of understanding?

_____

_____

*DOES YOUR ASSOCIATION DOCUMENT SUCCESSFUL AND UNSUCCESSFUL EFFORTS AT ALL GOVERNMENTAL LEVELS FOR INTERAGENCY ENDEAVORS, CASE STUDIES AND MODEL BUILDING PROGRAMS ON THE SUBJECT OF SHARED USE OF PUBLIC SPACE? ☐ yes ☐ no

If yes, is a summary of these findings available? ☐ yes ☐ no

B. LEADERSHIP ACTIVITIES

*HAS YOUR ASSOCIATION ACCEPTED RESPONSIBILITY FOR SUGGESTING TO YOUR MEMBERS MODEL PROCESSES FOR DEALING WITH ISSUES RELATED TO INTERAGENCY COORDINATION? ☐ yes ☐ no

If yes, what programs or processes do you use? _____

_____

_____

*HAS YOUR ASSOCIATION DEVELOPED/SUGGESTED GUIDELINES FOR YOUR MEMBERS TO USE IN DEALING WITH SHARED USE ISSUES? ☐ yes ☐ no

If yes, how were they developed? _____

_____

_____

If yes, to what use has your association made of this material?

_____

_____

If no, are there reasons? _____

_____

_____

*HAS YOUR ASSOCIATION ENCOURAGED MEMBERS TO FORM LOCALLY BASED, INTERAGENCY GROUPS TO ENGAGE IN INTERACTION, AND RESOLVE PROBLEMS? ☐ yes ☐ no

If yes, how have you gone about this encouragement? _____

_____

_____

If yes, are copies of this encouragement available? _____

_____

_____

If no, are there reasons? _____

_____

_____

*HAS YOUR ASSOCIATION ENCOURAGED MEMBERS TO DEVELOP JOINT POLICIES AND PROCEDURES FOR ADDRESSING SHARED USE ISSUES?
☐ yes ☐ no

If yes, how have you gone about this encouragement? _____

_____

_____

If yes, are examples available? ☐ yes ☐ no

If no, are there reasons? _____

_____

_____

*HAS YOUR ASSOCIATION ENCOURAGED MEMBERS TO DEVELOP WRITTEN AGREEMENTS AND/OR RESOLUTIONS RELATIVE TO ROLES AND RELATIONSHIPS OF PARTICIPATING AGENCY GROUPS? ☐ yes ☐ no

If yes, how have you gone about this encouragement? _____

_____

_____

If yes, are examples available? ☐ yes ☐ no

If no, are there reasons? _____

_____

_____

*HAS YOUR ASSOCIATION ENCOURAGED MEMBERS TO DEVELOP INTERACTION OPPORTUNITIES AMONG POLICY MAKING, ADMINISTRATIVE AND USER GROUPS?

☐ yes ☐ no

If yes, how have you gone about this encouragement? _____

_____

_____

If yes, are examples available? ☐ yes ☐ no

If no, are there reasons? _____

_____

_____

*HAS YOUR ASSOCIATION ENCOURAGED MEMBERS TO DEVELOP AND CLARIFY STATE AND LOCAL CODES AND LAWS RELATED TO ROLES, RESPONSIBILITIES AND SHARED USAGE OF PUBLIC SPACE? ☐ yes ☐ no

If yes, how have you gone about this encouragement? _____

_____

_____

If yes, are examples available? ☐ yes ☐ no

If no, are there reasons? _____

_____

_____

*HAS YOUR ASSOCIATION ENCOURAGED MEMBERS TO FORM AN INTERAGENCY REFFERAL SYSTEM ON ISSUES AND PROBLEMS AS RELATED TO THE SHARED USE OF PUBLIC SPACE? ☐ yes ☐ no

If yes, how have you gone about this encouragement? _____

_____

_____

If yes, are examples available? ☐ yes ☐ no

If no, are there reasons? _____

_____

_____

*HAS YOUR ASSOCIATION COMMUNICATED PROMISING INTERAGENCY, COOPERATIVE PRACTICES ON SHARED USE OF PUBLIC SPACE TO YOUR MEMBERS?
☐ yes ☐ no

If yes, do you have examples available? ☐ yes ☐ no

If no, do you plan to do so? ☐ yes ☐ no

If no, what are your reasons for not undertaking this effort?

_____

_____

*HAS YOUR ASSOCIATION ENCOURAGED MEMBERS TO DEVELOP UNIFORM CRITERIA AND PROCEDURES ON CLOSURE OF EXCESS SCHOOL BUILDINGS?
☐ yes ☐ no

If yes, how have you gone about this encouragement? _____

_____

_____

If yes, do you have examples of closure criteria and procedures?
☐ yes ☐ no

If no, do you plan to do so? ☐ yes ☐ no

If no, how do you propose to do so? _____

_____

_____

*HAS YOUR ASSOCIATION ENCOURAGED MEMBERS TO DEVELOP UNIFORM CRITERIA, PROCESSES AND PROCEDURES ON ADDRESSING THE ISSUES AS RELATED TO ALTERNATIVE COMMUNITY USES OF PUBLIC SPACE?

☐ yes ☐ no

If yes, how have you gone about this encouragement? _____

_____

_____

If yes, do you have examples of alternative use criteria, processes and procedures? ☐ yes ☐ no

If no, do you plan to do so? ☐ yes ☐ no

C. ASSOCIATION FOLLOW THROUGH

*DOES YOUR ASSOCIATION INTEND TO ACCEPT A LEADERSHIP RESPONSIBILITY TO ENCOURAGE, STRENGTHEN, AND SUPPORT GOVERNMENTAL COMMUNICATION AND COLLABORATION BETWEEN AND AMONG AGENCIES?

☐ yes ☐ no

*WILL THE POSITION OF YOUR ASSOCIATION IN PROMOTING THIS ISSUE, BE ONE OF:

☐ suggestive and encouragement?

☐ imposition?

*WILL THE POSITION OF YOUR ASSOCIATION BE A ROLE WHICH FOCUSES ON IMPROVEMENT AND PREVENTION RATHER THAN UNDUE EMPHASIS ON CORRECTIVE AND PROBLEM SOLVING?

☐ yes ☐ no

*WILL YOUR ASSOCIATION CONTINUE TO IDENTIFY CURRENT AND FUTURE NEEDS FOR COMMUNITY INVOLVEMENT, INTERAGENCY COOPERATION AND THE COMMUNITY EDUCATION PROCESSES IN ADDRESSING COMMUNITY ISSUES?

☐ yes ☐ no

*IS THERE A POTENTIALLY SIGNIFICANT IMPACT ON ADDRESSING THE SHARED USE OF PUBLIC SPACE WITH A GROUP OF ASSOCIATIONS ADDRESSING THE PROBLEMS AND POSSIBILITIES?

☐ yes ☐ no

*IS YOUR ASSOCIATION WILLING TO DISSEMINATE THROUGH ITS REGULAR COMMUNITCATION CHANNELS THE FINDINGS OF THIS ASSESSMENT TO YOUR MEMBERS? ☐ yes ☐ no

If no, what are the deterrents or obstacles to your association's participation in the dissemination of the findings?

_____ _____